

Message Text

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ACTION AF-10

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P 262045Z APR 78
FM AMEMBASSY FREETOWN
TO SECSTATE WASHDC PRIORITY 7569

UNCLAS SECTION 01 OF 04 FREETOWN 1335

FOR DEPUTY UNDERSECRETARY FOR MANAGEMENT FROM AMBASSADOR

E.O. 11652: NA
TAGS: OGEN
SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT (GORM):
SIERRA LEONE

REF: STATE 063477

1. COMMENT. POST FUNDING IS ADEQUATE TO MEET PRESENT OBJECTIVES, BUT DOES NOT LEND ITSELF TO MEANINGFUL REDUCTIONS THROUGH THE CURTAILMENT OR ABOLISHMENT OF STATE PROGRAMS OR ACTIVITIES. THE COMMERCIAL ACTION PROGRAM IS FUNDED THIS YEAR AT \$1400, OF WHICH ALMOST HALF IS REPRESENTATION. OUR REPRESENTATION BUDGET IS \$7,850, WHICH MAY APPEAR GENEROUS TO SOME BUT IS ABOUT LINE WITH OUR NEEDS IN A CLASS 3 COST OF LIVING POST. EXPENDITURES FOR THE POST AND COMMERCIAL LIBRARY TOTALED ABOUT \$1,050 IN FY 78, LARGELY BECAUSE THEY HAD BEEN NEGLECTED OVER THE YEARS. SINCE MANY POST AND COMMERCIAL LIBRARY ACQUISITIONS ARE ANNUAL PUBLICATIONS THIS SHARE WILL REMAIN FAIRLY CONSTANT, SUBJECT ONLY TO PRINTERS INCREASES.

2. THE POST PRESENTLY BENEFITS FROM LOW RENTALS THANKS TO LEASES EXECUTED DURING A PERIOD OF PLENTIFUL VACANCIES,
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BUT THIS WILL CHANGE WHEN OUR CURRENT BATCH OF SHORT TERM LEASES COMES UP FOR RENEWAL. FOR EXAMPLE, THE ANNUAL RENT ON MY RESIDENCE IS ABOUT \$6000 BASED ON A LEASE EXECUTED SIX YEARS AGO. TWO RECENT MODEST RENTALS ACQUIRED FOR COMMUNICATORS ARE ABOUT \$6000 AND \$8000 RESPECTIVELY AND THERE IS AN ACCELERATING UPWARD PUSH ON RENTS. UTILITIES AND AUTOMOTIVE AND ADMINISTRATIVE

SUPPLIES, ALONG WITH ASSOCIATED SHIPPING COSTS ACCOUNT FOR 49 PERCENT OF THE PROGRAM AND 38 PERCENT OF THE ADMINISTRATIVE BUDGETS. THERE IS LITTLE REASON TO BELIEVE THESE COSTS WILL DECREASE AND LITTLE MARGIN FOR SAVINGS IN THESE AREAS. ON THE CONTRARY, THERE IS EVERY REASON TO BELIEVE INFLATION WILL CONTINUE.

3. IN A PARALLEL GORM EXERCISE WE CALCULATED THAT THE POST COULD EFFECT A REDUCTION IN POST OPERATING EXPENSES OF ONLY \$44,200 IF WE ADOPTED A STRINGENT POLICY OF DEFERRING ALL PURCHASES OF HOUSEHOLD AND OFFICE FURNISHINGS AND NON-CRITICAL EQUIPMENT, REDUCING TRAVEL TO ONLY THE MOST ESSENTIAL, FOREGOING ALL SCHEDULED REALTY MAINTENANCE AND ADOPTING OTHER SIMILAR STRICT BUDGET MEASURES. THIS REDUCTION STILL AMOUNTED TO SOME \$90,000 LESS THAN WAS FORECAST AS THE INCREASE (TO INCLUDE PERSONNEL RENUMERATION) REQUIRED BECAUSE OF ANTICIPATED INFLATIONARY AND SALARY INCREASES. IN SUM, THE REDUCTION OF POST CONTROLLABLE EXPENSES TO MINIMUM ESSENTIAL SERVICES DOES NOT OFFSET FORECAST INCREASES. A SIGNIFICANT REDUCTION BEYOND PRESENT LEVELS WOULD REQUIRE THE ALTERATION OF THE COMPOSITION OF THE STATE COMPONENT OF THE MISSION. I BELIEVE THE ONLY FEASIBLE APPROACH IS TO CONTINUE FUNDING AT CURRENT OPERATING LEVELS, ADJUSTING FOR INFLATION AND MADATORY WAGE INCREASES.

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4. PART I.

A. DECISION UNIT: SIERRA LEONE

B. PACKAGE I OF II

C. ACTIVITY DESCRIPTION

NINETY PERCENT OF OUR CURRENT STAFF IS THE MINIMUM LEVEL NECESSARY FOR EMBASSY TO PURSUE EFFECTIVELY THE GOALS/OBJECTIVES ESTABLISHED AND STILL MAINTAIN MINIMUM ESSENTIAL SERVICES. THE PROJECTED DECREASE OF THREE WOULD COME FROM WITHIN CURRENTLY AUTHORIZED/FSL STAFF. THE EXECUTIVE STAFF WOULD LOSE ITS ONLY LOCAL SECRETARY, THUS THROWING AN INCREASED WORKLOAD ON THE POST'S TWO AMERICAN SECRETARIES.

AT THIS MINIMUM LEVEL TWO FSL STAFF MEMBERS WOULD BE DELETED FROM THE ADMINISTRATIVE SECTION. ESSENTIAL SERVICES WOULD CONTINUE BUT GENERAL SERVICES OPERATIONS, PARTICULARLY IN SHIPPING AND RECEIVING AND IN LOCAL PROCUREMENT, WOULD BE REDUCED.

D. RESOURCE REQUIREMENTS FY78 FY79 FY80 (THIS CUMULATIVE
PACKAGE ONLY)

| | | | | |
|-------------|----|----|----|----|
| US OFFICERS | 6 | 6 | 6 | 6 |
| US STAFF | 3 | 3 | 3 | 3 |
| FSL | 23 | 23 | 20 | 20 |
| TOTAL | 32 | 32 | 29 | 29 |

E. IMPACT ON CURRENT US POLICY GOALS, OBJECTIVES AND
ESSENTIAL ACTIVITIES. (SEE STATE 295527)
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RESOURCE ALLOCATION FOR ACCOMPLISHMENT OF GOALS I, II
AND III REMAIN ESSENTIALLY INTACT.

LOSS OF THE LOCAL SECRETARY MOST IMMEDIATELY WOULD
AFFECT PROTOCOL AND FORMAL REPRESENTATION FUNCTIONS, BUT
THESE ESSENTIAL ACTIVITIES WOULD CONTINUE IN SUPPORT OF
ESTABLISHED OBJECTIVES I, II, AND III.

ESSENTIAL ADMINISTRATIVE SUPPORT ACTIVITIES WOULD
CONTINUE AT A REDUCED LEVEL WITH SOME INCREASE IN THE
PROBABILITY OF LOST SHIPMENTS OR THEFT AT THE INEFFICIENT
AND INSECURE PORT. ESSENTIAL MAINTENANCE SERVICES WOULD
CONTINUE BUT PURCHASE OF LOCAL SUPPLIES WOULD HAVE TO BE

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FM AMEMBASSY FREETOWN

TOSECSTATE WASHDC PRIORITY 7570

UNCLAS SECTION 02 OF 04 FREETOWN 1335

FOR DEPUTY UNDERSECRETARY FOR MANAGEMENT FROM AMBASSADOR

UNDERTAKEN BY INDIVIDUAL WORKMEN OR THE MAINTENANCE SUPERVISOR WITH SOME FURTHER DECREASE IN LOW LOCAL EMPLOYEE PRODUCTIVITY AND PERHAPS AN INCREASE IN THE POSSIBILITY OF FALSE OR OVER-INVOICING. POST HAS BEEN FORCED TO EFFECT THE IMMEDIATE REMOVAL OF PERSONAL EFFECTS AND SUPPLIES FROM THE PORT AS SOON AS CUSTOM CLEARANCE HAS BEEN GRANTED BECAUSE OF AN UNUSUALLY HIGH INCIDENCE OF THEFT AND PORT LOSSES. LOSS OF THE SHIPPING CLERK POSITION WOULD REQUIRE THE SOLE US ADMINISTRATIVE OFFICER TO SPREAD HIS PERSONAL SUPERVISION EVEN MORE THINLY THAN THE PRESENT LEVEL, WHICH ALREADY IS DEEMED TO BE LESS THAN MANAGERIALLY SOUND.

5. A. DECISION UNIT: SIERRA LEONE

B. BACKAGE III OF III

C. ACTIVITY DESCRIPTION

ALL ACTIVITIES CURRENTLY CONDUCTED BY THE EMBASSY WOULD BE RESTORED IN SUPPORT OF THE AGREED THREE POLICY, GOALS AND OBJECTIVES.

D. RESOURCE REQUIREMENTS FY78 FY79 FY80 (THIS CUMULATIVE

PACKAGE ONLY)

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| | | | | |
|-------------|----|----|---|----|
| US OFFICERS | 6 | 6 | - | 6 |
| US STAFF | 3 | 3 | - | 3 |
| FLS'S | 23 | 23 | - | 23 |
| TOTALS | 32 | 32 | - | 32 |

E. IMPACT STATEMENT.

ALL CURRENT ACTIVITIES ARE CONTINUED.

6. ZERO-BASE BUDGETING

FY 1980

PERSONNEL RESOURCE WORKSHEET

(LEFT HALF OF CHART)

(
(PACKAGE I)

(1) (2) (3) (4) (5) (6) (7)

FUNCTION AMER. FY 1978 FSL AMER. AMER. FSL
OFF. AMER.STAFF OFF STAFF

EXEC/POL 2 2 3 2 2 2

E/C/LABOR 1 - 1 1 - 1

CONS 1 - 1 1 - 1

ADMIN 2 1 18 2 1 16

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TOTAL THIS

PACKABE 6 3 23 6 3 20

CUMULATIVE

TOTAL 6 3 23 6 3 20

PACKAGE III

(11) (12) (13)
FUNCTION AMER. AMER. FSL
OFF. STAFF

EXEC/POL - - 1

E/C/LABOR - - -

CONS - - -

ADMIN - - 2

TOTAL THIS

PACKAGE - - 3

CUMULATIVE

TOTAL 6 3 23

7. PART II - OTHER AGENCIES

THE OTHER AGENCIES OPERATING IN SIERRA LEONE UNDER
THE AEGIS OF THE UNITED STATES MISSION COMPRISE AID,
PEACE CORPS, ICA AND THE LASSA FEVER PROJECT OF THE
US CENTER FOR DISEASE CONTROL (ATLANTA). MY COMMENTS
ON THESE AGENCIES FOLLOW:

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8. AID:

DURING THE 1960'S THE
UNITED STATES OPERATED A
LARGISH AID MISSION IN SIERRA LEONE. IN 1968
WHEN OVERALL
AID OBJECTIVES WERE REEVALUATED THE MISSION WAS CLOSED
AND RESPONSIBILITY FOR REMAINING ACTIVITIES AND SUPER-
VISION OF CERTAIN REGIONAL OPERATIONS WAS TRANSFERRED
TO USAID MONROVIA. THIS SITUATION PERTAINED UNTIL 1976
WHEN MY PREDECESSOR, WITH WASHINGTON APPROVAL, ARRANGED
FOR RESUMPTION OF DIRECT BYLATERAL ASSISTANCE TO SIERRA
LEONE AND THE ESTABLISHMENT OF A SMALL AID OPERATION
WITHIN THE US MISSION. UNTIL DECEMBER 1977 THIS OPERATION
WAS A SUB-POST OF US AID MONROVIA. AT THAT TIME, WITHOUT
CONSULTATION WITH ME, THE AID OPERATION HERE WAS MADE
"INDEPENDENT" AND I BECAUSE IN EFFECT, AID MISSION
DIRECTOR. AID/W HAS NOT YET, AT THIS DATE, MADE CLEAR
TO ME WHAT MY RESPONSIBILITIES ARE IN THIS CONNECTION.

THE AID GROUP IN SIERRA LEONE CONSISTS PRESENTLY
OF TWO AMERICAN OFFICERS AND THREE FSL EMPLOYEES. THE
AID ASSISTANCE PACKAGE CURRENTLY IS MADE UP OF PL480
TITLE I (LIKELY TO BECOME TITLE III), TITLE II AND

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FM AMEMBASSY FREETOWN
TO SECSTATE WASHDC PRIORITY 7571

UNCLAS SECTION 03 OF 04 FREETOWN 1335

FOR DEPUTY UNDERSECRETARY FOR MANAGEMENT FROM AMBASSADOR

VOLUNTARY AGENCY SUPPORT (CARE FEEDER ROADS AND OICI VOCATIONAL TRAINING), COMPONENTS PLUS SOME TRAINING AND/OR SUPPORT FOR ORGANIZATIONS SUCH AS THE GARRA WOMEN'S ASSOCIATION. PROPOSALS EXPECTED TO BE APPROVED SHORTLY ARE AN INTERNAL REVENUE ASSISTANCE PROGRAM AND AN AGRICULTURAL EXTENSION PROJECT KNOW AS ACRE (ADAPTIVE CROP REASEARCH AND EXTENSION PROGRAM). THOUGHT IS BEING GIVEN TO MODEST ADDITIONAL PROGRAMS WHICH WILL BE LARGELY IN THE RURAL DEVELOPMENT AREA IN SUPPORT OF GOAL I. WE HOPE ALSO TO ESTABLISH A SMALL PROGRAM OF ASSISTANCE TO THE MANO RIVER UNION IN SUPPORT OF GOAL II.

9. THE REESTABLISHED AID OPERATION IN SIERRA LEONE IS JUST GETTING OFF THE GROUND. I BELIEVE THAT THE PROGRAM ENVISAGED FOR AID ACTIVITIES INTO THE 1980'S IS SOUND AND CLEARLY SUPPORTIVE OF OUR GOALS. IT WILL REMAIN A MODEST OPERATION AIRMED PRIMARILY AT ASSISTANCE TO AGRICULTURAL AND RURAL DEVELOPMENT. I BELIEVE IT IS A VITAL PART OF WHAT WE ARE TRYING TO DO IN SIERRA LEONE AND IT HAS MY STRONG SUPPORT.

10. PEACE CORPS.

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THE PEACE CORPS HAS OPERATED IN SIERRA LEONE FOR NEARLY 17 YEARS WITH A RATHER LARGE PCV CONTINGENT WHICH REACHED A HIGH IN 1974 OF SOME 350 VOLUNTEERS. THREE YEARS AGO LACK OF LEADERSHIP CAUSED DIFFICULTIES BOTH WITHIN THE PEACE CORPS AND WITH THE HOST GOVERNMENT. THIS SITUATION HAS BEEN RECTIFIED THROUGH THE DYNAMIC EFFORTS OF A DIRECTOR WHO HAS JUST DEPARTED. THE PRESENT STRENGTH OF ABOUT 180 VOLUNTEERS IS EXPECTED TO INCREASE TO CLOSE TO 250 IN THE NEXT YEAR OF SO. I BELIEVE THAT THIS IS THE MAXIMUM NUMBER OF VOLUNTEERS WHICH CAN BE EFFECTIVELY USED AND EFFECTIVELY SUPERVISED. OVER THE YEARS, AS HAS BEEN COMMON IN MANY OTHER COUNTRIES WHERE PEACE CORPS OPERATES, MAJOR PC EMPHASIS HAS BEEN IN THE FIELD OF EDUCATION. THOUGH A LARGE NUMBER OF VOLUNTEERS STILL WORK IN THIS FIELD (SECONDARY EDUCATION AND PRIMARY TEACHER TRAINING) MORE EMPHASIS IS BEING PLACED ON AGRICULTURAL EXTENSION, AND RURAL HEALTH ACTIVITIES. I STRONGLY SUPPORT THIS CHANGE AS A MORE DIRECT WAY OF SUPPORTING GOAL I. I AM CONCERNED CURRENTLY, HOWEVER THAT THE PC HEADQUARTERS STAFF OF FOUR AMERICANS PLUS AN AMERICAN DOCTOR AND A SMALL FSL STAFF IS TOO THIN TO SUPERVISE EFFECTIVELY A VOLUNTEER STRENGTH OF 250. I

AM TOLD, IN THIS CONNECTION, THAT A NEARBY COUNTRY HAS AN AMERICAN STAFF OF ABOUT TEN FOR A VOLUNTEER FORCE OF APPROXIMATELY 70. THIS INDICATES TO ME THAT SOMETHING IS OBVIOUSLY WRONG IN PC/W'S ALLOCATION OF RESOURCES. I INTEND TO GIVE STRONG SUPPORT TO PC/SL REQUESTS FOR ADDITIONAL HELP, PARTICULARLY FSL, IN ITS ADMINISTRATIVE SUPPORT OPERATION.

11. PEACE CORPS IS DOING AN EXTREMELY EFFECTIVE JOB IN SIERRA LEONE IN SUPPORT OF OUR GOALS. BOTH PRESIDENT STEVENS AND VICE PRESIDENT KOROMA HAVE EXPRESSED TO ME THEIR UNCLASSIFIED

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STASFACTION WITH PEACE CORPS ACTIVITIES WITHIN THE PAST TWO WEEKS.

12. ICA.

UNTIL 1974, ICA OPERATED A TWO AMERICAN POST IN FREETOWN. SINCE THIS HAS BEEN A ONE MAN OPERATION WHICH PLAYS A KEY CULTURAL AND INFORMATION ROLE IN FREETOWN AND SIERRA LEONE. ITS ACTIVITIES AND RELATIONSHIPS WITH SIERRA LEONEANS HAVE BEEN POSITIVE AND FRUITFUL. IT HAS EASY ACCESS TO MEDIA, IT MAINTAINS CLOSE CONNECTIONS WITH THE COUNTRY'S LEADING EDUCATIONAL INSTITUTIONS AND HAS SUPERVISED AN ACTIVIE INTERNATIONAL VISITORS PROGRAM. ITS ACTIVITIES ARE PARTICULARLY VALUABLE IN SUPPORT OF GOAL III IN MAKING CLEAR WHAT OUR CONCERNS FOR HUMAN RIGHTS ARE ALL ABOUT.

13. I BELIEVE, HOWEVER, THAT ICA COULD BE EVEN MORE EFFECTIVE IN SIERRA LEONE IF ITS WASHINGTON HEADQUARTERS COULD COME TO THE REALIZATION THAT A ONE-MAN POST IS NOT THE SAME AS A 4 OR 6 MAN POST. THE PROBLEM IS THAT HEAD-QUARTERS' DEMAND FOR SEEMINGLY ENDLESS PAPERS AND REPORTS REQUIRES AND UNNECESSARY AMOUNT OF THE ONE AMERICAN'S TIME. ICA/WASHINGTON SHOULD HOLD SUCH DEMANDS TO A MINIMUM IN RELATION TO ONE MANPOSTS. I INTEND TO PURSUE THIS POINT WITH ICA/WASHINGTON. ADDITIONALLY, AS IS THE CASE WITH PEACE CORPS, WASHINGTON'S ALLOCATION OF ICA RESOURCES SEEMS SKEWED. I UNDERSTAND, FOR EXAMPLE, THAT A NEARBY POST WHICH INCLUDES IN ITS LARGISH AMERICAN STAFF BOTH A CULTURAL AFFAIRS OFFICER AS WELL AS AN

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UNCLAS SECTION 04 OF 04 FREETOWN 1335

FOR DEPUTY UNDERSECRETARY FOR MANAGEMENT FROM AMBASSADOR

ASSISTANT, PROCESSED SOME 20 IV GRANTS (BOTH POST AND
WASHINGTON FUNDED) LAST YEAR. FREETOWN, A ONE-MAN POST,
PROCESSED 17*

14. LASSA FEVER PROJECT (CDC).

THIS PROJECT LOCATED AT KENEMA, 200 MILES FROM
FREETOWN, COULD HAVE BEEN LOCATED IN ANY ONE OF A NUMBER
OF WEST AFRICAN COUNTRIES WHERE LASSA FEVER IS OR IS
SUSPECTED TO BE ENDEMIC. THE PROJECT CURRENTLY IS BEING
OPERATED BY ONE AMERICAN DOCTOR (WITH MODE APPROVAL FOR
A SECOND AMERICAN DOCTOR ALREADY RECEIVED), TWO PEACE
CORPS VOLUNTEERS AND A FEW CONTRACT LOCAL EMPLOYEES.
IT IS MY IMPRESSION THAT THE PROJECT IS BEING RUN
EFFECTIVELY AND THAT POSITIVE RESULTS TO THE QUESTIONS
OF HOW THE FEVER IS TRANSMITTED, THE EXTENT OF ITS
SPREAD IN THE POPULATION, AND, MOST IMPORTANT, HOW TO
TREAT IT EFFECTIVELY, HAVE BEEN OR ARE SOON LIKELY TO BE
ANSWERED.

15. OBVIOUSLY THE PROJECT'S DIRECT SUPPORT OF MISSION
GOALS IS NON-EXISTENT. IN A LARGER SENSE, HOWEVER, THE
ANSWERS TO THE QUESTIONS ABOUT LASSA FEVER WILL DIRECTLY
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BENEFIT THE RURAL POOR NOT ONLY IN SIERRA LEONE BUT
ELSEWHERE IN WEST AFRICA AND WILL THUS INDIRECTLY
BENEFIT AGRICULTURAL AND RUAL DEVELOPMENT IN THIS PART
OF THE WORLD.

16. LEAST IMPORTANT 10 PERCENT.

FROM A PURELY PAROCHHAL MISSION POINT OF VIEW WE
WOULD HAVE TO CONSIDER THE LASSA FEVER PROJECT (CDC)
AS OUR LEAST IMPORTANT ACTIVITY IN TERMS OF THE ATTAINMENT
OF AGREED MISSION GOALS, OTHERWISE A 10 PERCENT REDUCTION,
EXPRESSED IN TERMS OF PERSONNEL AS 1.7 OR 2 AMERICAN AND
4.3 OR 4 LOCAL EMPLOYEES, WOULD EFFECTIVELY WIPE OUT
EITHER OUR ICA OR AID ACTIVITIES. I ALSO BELIEVE THAT
THE STATE COMPLEMENT IS AT A MINIMAL LEVEL. ACCORDINGLY
OUR ONLY OTHER SOURCE FOR A 10 PERCENT REDUCTION WOULD
BE PEACE CORPS WHERE SUCH A REDUCTION WOULD REQUIRE A
COMPARATIVELY LARGE REDUCTION IN VOLUNTEER STRENGTH.
I BELIEVE THAT THE US PRESENCE IN SIERRA LEONE, ASIDE
FOR A QUITE LARGE PEACE CORPS CONTINGENT, IS A MINIMAL
ONE WITH LITTLE OR NO POSSIBILITY OF REDUCTION SHORT OF
CANCELLING PROGRAMS.
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